

MASS CARE (SHELTERING, FEEDING, AND RELATED SERVICES)

Capability Definition

Mass Care is the capability to provide immediate shelter, feeding centers, basic first aid, bulk distribution of needed items, and related services to persons affected by a large-scale incident. The capability also provides for companion animal care/handling through local government and appropriate animal-related organizations. Mass care services are also delivered to those in medical shelters.

Mass care is usually performed by nongovernmental organizations (NGOs), such as the American Red Cross, or by local government sponsored volunteer efforts, such as Citizen Corps. Medical shelters are the responsibility of local government, and are typically addressed by the medical community and/or its alternate care facilities. State and Federal entities also play a role in public and environmental health by ensuring safe conditions, safe food, potable water, sanitation, clean air, etc.

Outcome

Mass care services (sheltering, feeding, bulk distribution) are rapidly provided for the population and companion animals within the affected area.

Relationship to National Response Plan Emergency Support Function (ESF)/Annex

This capability supports the following Emergency Support Functions (ESFs):

ESF #6: Mass Care, Housing, and Human Services

ESF #8: Public Health and Medical Services

Preparedness Tasks and Measures/Metrics

Activity: Develop and Maintain Plans, Procedures, Programs and Systems	
Critical Tasks	
Res.C3a 1.3	Develop plans, policies, and procedures for the provision of mass care services to general populations and companion animals in coordination with all responsible agencies
Res.C3a 1.3.4	Develop processes and criteria for conducting an assessment (cultural, dietary, medical) of the general population registering at the shelter to determine suitability for the shelter, identify issues to be addressed within the shelter, and the transference of individuals and caregivers/family members, to medical needs shelters if appropriate
Res.C3a 1.3.5	Develop plans, policies, and procedures to coordinate delivery of mass care services to medical shelters
Res.C3a 1.1	Develop plans, policies, and procedures for activation and mobilization of mass care staff
Res.C3a 1.3.1	Develop plans, policies, and procedures to address common issues (e.g. cultural, language, ADA accessibility, etc.) as part of the mass care service delivery

Activity: Develop and Maintain Plans, Procedures, Programs and Systems	
Res.C3a 1.2.2	Develop plans, procedures and protocols for pre-identification of sufficient and suitable facilities for evacuation and post-impact shelters (to include non-traditional shelter facilities such as camps, hotels, apartment leasing, etc.)
Res.C3a 1.2.7	Enter pre-identified shelter facilities into the National Shelter Database (NSD)
Res.C3a 1.2.3	Develop shelter contingency plans that allow for shelter self-sufficiency for a minimum 48 hours without re-supply
Res.C3a 1.3.8	Develop shelter contingency plans that allow for shelter relocation when shelter is no longer habitable due to changing incident conditions(e.g., structural damage, contamination, etc)
Res.C3a 1.3.2	Develop plans, procedures, and protocols for coordination of mass care services with agencies providing human services and housing, (e.g., welfare inquiry, transitional/interim housing services, other individual/family assistance programs), companion animal inquiry, and family reunification
Res.C3a 1.3.3	Develop plans, policies, and procedures for coordination of mass care services with supporting agencies (e.g., conducting decontamination, citizen evacuation/shelter-in-place, volunteer management and donations, environmental health, and public safety and security)
Res.C3a 1.5	Develop public education materials concerning mass care services
Res.C3a 1.6.1	Develop criteria and guidance materials for sheltering companion animals
Res.C3a 1.4.1	Develop MOUs/MOAs for critical mass care resources, including shelter agreements
Preparedness Measures	
Metrics	
A mass care plan has been developed for the general population	Yes/No
Plans are in place for the transference of individuals with medical needs, beyond the shelter's capacity, to medical shelters with their caregivers/family	Yes/No
A mass care plan has been developed for companion animals (includes provision of shelter, food, and animal welfare inquiry services)	Yes/No
Shelter agreements are in place for each jurisdiction	Yes/No
Shelter plans include advance designation of shelters to assigned citizens/population according to the space available in shelters vis-à-vis the local residents	Yes/No
Local government has a companion animal care/handling plan coordinated with appropriate partners	Yes/No
The mass care plan includes MOUs with non-governmental organizations (NGOs) to provide personnel and equipment support following an incident	Yes/No

Activity: Develop and Maintain Training and Exercise Programs	
Critical Tasks	
Res.C3a 2.1.1	Develop and implement training programs for mass care personnel to include sheltering, feeding and bulk distribution for general population
Res.C3a 2.1.2	Develop and implement training programs for mass care personnel for the provision of mass care

Activity: Develop and Maintain Plans, Procedures, Programs and Systems	
	services (feeding/bulk distribution) at medical shelters
Res.C3a 2.1.3	Develop and implement training programs for mass care personnel for delivery of mass care companion animal services
Res.C3a 2.2.1	Develop and implement exercise programs for mass care personnel to include sheltering, feeding and bulk distribution for general population
Res.C3a 2.2.2	Develop and implement exercise programs for mass care personnel for the provision of mass care services (feeding/bulk distribution) at medical shelters
Res.C3a 2.2.3	Develop and implement exercise programs for mass care personnel for delivery of mass care companion animal services
Preparedness Measures	
Metrics	
Training and exercise program for mass care personnel is in place and covers sheltering, feeding and bulk distribution services	Yes/No
Training and exercise program is in place for mass care personnel and includes general population and companion animals	Yes/No
Training and exercise program addresses common mass care issues (e.g. culture, language, ADA accessibility, etc.)	Yes/No
Training and exercises for mass care operations occur on regular basis	Yes/No

Performance Tasks and Measures/Metrics

Activity: Direct Mass Care Tactical Operations	
Definition: In response to requests made by agencies, provide management and coordination of Mass Care capability.	
Critical Tasks	
Res.C3a 3.1	Conduct initial and ongoing mass care needs assessment (sheltering, feeding, bulk distribution)
Res.C3a 3.1.1.1	Monitor population levels, demographics, and location of affected populations
Res.C3a 3.3	Designate sites to serve as mass care facilities to include shelters, feeding sites, reception centers, food preparation sites, distribution points, etc.
Res.C3a 3.1.2.2	Estimate numbers requiring sheltering services
Res.C3a 3.1.2.3	Estimate numbers requiring mass feeding services
Res.C3a 3.1.2.4	Estimate numbers requiring bulk distribution of relief services
Res.C3a 3.7.4	Implement a daily counting and reporting system for sheltering, feeding, and bulk distribution services delivered
Res.C3a 3.7.5	Activate contingency plans for shelter surge capacity, as needed
Res.C3a 3.7.6	Activate vendor agreements/MOUs/MOAs in support of mass care activities as needed
Res.C3a 3.7.1	Acquire and provide resources necessary to support mass care services

Res.C3a 3.8	Provide appropriate communication systems for mass care personnel	
Res.C3a 3.4.1	Supervise and support day-to-day mass care operations	
Res.C3a 3.8.1	Disseminate accurate, timely, and accessible information to the public, media, support agencies, and vendors about mass care services	
Res.C3a 3.4	Coordinate mass care services for general population with appropriate agencies	
Res.C3a 3.6	Coordinate mass care services for companion animals and owners with appropriate agencies	
Res.C3a 3.5	Coordinate mass care services for the medical shelter population, including family members/care givers, with appropriate agencies	
Res.C3a 3.4.2	Coordinate with appropriate agencies on common population issues (e.g. disability, language, culture, etc)	
Res.C3a 3.1.2.1	Coordinate anticipated need for mass care services with agencies responsible for evacuation	
Res.C3a 3.4.3	Coordinate environmental health assessment of mass care operations with agencies responsible for environmental health	
Res.C3a 3.8.2	Disseminate notification of cessation of mass care operations	
Performance Measures		Metric
Time in which the mass care plan is activated		Within 2 hours of notification of need for mass care
Time in which the initial mass care needs assessment is completed		Within 5 hours of notification of need for mass care
Time in which appropriate organizations are tasked to mobilize resources to provide mass care services		Within 6 hours of the notification of need for mass care
Frequency with which population levels, demographics, and locations of affected populations is recorded from all mass care facilities		At least once every 24 hours
Frequency with which reports of population levels, demographics, and locations of affected populations (along with status updates) are received from all mass care facilities		At least once every 24 hours
Frequency with which mass care needs are assessed		At least once every 24 hours
Percentage of total number of people seeking shelter who are either sheltered or referred to suitable accommodations		100%
Time to establish oversight of sanitation of shelters, food service, and distribution operations		Within 12 hours

Activity: *Activate Mass Care*

Definition: Activate and mobilize mass care personnel and resources.

Critical Tasks

Res.C3a 4.2	Notify trained mass care staff
Res.C3a 4.3	Mobilize needed mass care resources

Res.C3a 4.2.1	Assemble mass care management teams for each identified mass care site (e.g. shelter, feeding, bulk distribution)	
Res.C3a 4.1	Activate emergency shelters	
Res.C3a 4.4	Mobilize veterinary and animal shelter services	
Res.C3a 4.4.1	Assemble mass care management teams for each identified companion animal site	
Performance Measures		Metric
Mass care staff are notified		Within 2 hours of notification of need for mass care services
Mass care staff mobilized within timeframe designated in SOPs		Yes/No
Time in which a systematic approach to determining real-time availability of a shelter capability (facility, staff, resources) within jurisdiction (local, State, inter-state) is implemented		Within 2 hours of activation

Activity: *Establish Shelter Operations*

Definition: Staff and equip shelter in preparation to receive displaced persons and/or companion animals.

Critical Tasks		
Res.C3a 5.1	Determine whether areas are deemed safe for mass care service delivery	
Res.C3a 5.1.1	Conduct building/facility inspection of identified mass care facilities to determine structural integrity, capability, and suitability (including food/sanitation capability, and ADA accessibility)	
Res.C3a 5.2.1	Staff shelter with appropriately trained personnel	
Res.C3a 5.2	Set-up shelter for operations	
Res.C3a 5.2.2	Establish self-sufficiency (water/food/staffing) of shelter for minimum of 48 hours	
Res.C3a 5.2.3	Ensure adequate communication systems are available for shelter staff	
Res.C3a 5.3	Conduct regular communications with mass care tactical operations	
Res.C3a 5.4	Coordinate provision of shelter support services with appropriate agencies (e.g., food service, medical, security, etc.)	
Res.C3a 5.5	Coordinate with appropriate agency to conduct an environmental health assessment for mass care operations	
Performance Measures		Metric
Time in which shelters are opened for staff and setup		Within 8 hours of
Time to coordinate public safety and security services provided at shelter		3 hours prior to shelter opening to public

Activity: Shelter General Population

Definition: Provide temporary shelter for those individuals displaced during an incident but do not require additional medical assistance.

Critical Tasks

Res.C3a 6.1	Conduct shelter registration for general population
Res.C3a 6.1.1	Conduct initial assessment (cultural, dietary, medical) of general population registering at shelter to ensure appropriate shelter services are provided
Res.C3a 6.1.2	Establish processes to address issues identified in the assessment of shelter registrants
Res.C3a 6.1.3	Transfer individuals and caregivers/family members to medical needs shelters if appropriate
Res.C3a 6.4	Request additional resources and equipment necessary to support shelter operations
Res.C3a 6.2.1	Implement mechanisms for daily reporting of shelter population
Res.C3a 6.2.2	Coordinate with internal/external facility management structures
Res.C3a 6.2.3	Coordinate to provide medical services
Res.C3a 6.2.4	Coordinate to provide safety/security services
Res.C3a 6.2.5	Coordinate feeding services for general populations in shelters
Res.C3a 6.2.5.1	Provide culturally and diet-restricted appropriate feeding services when possible
Res.C3a 6.3.1	Provide regular updates on shelter needs and capacity
Res.C3a 6.3.2	Assess ongoing medical and public health needs of shelter population and refer as appropriate

Performance Measures**Metric**

Percentage of population initially assessed for suitability within 24 hours of seeking shelter	100%
Percent of shelter population registered within 24 hours of residing in shelter	100%
Frequency with which shelter population is recorded	Once every 24 hours
Percentage of population seeking shelter admitted to shelter and/or referred to appropriate facility	100%

Activity: Shelter Companion Animals

Definition: Provide temporary shelter for companion animals of displaced owners or those companion animals who are abandoned.

Critical Tasks		
Res.C3a 7.1.2	Establish companion animal shelter	
Res.C3a 7.1.3	Arrange for companion animal care/handling services	
Res.C3a 7.3	Operate companion animal care/handling facilities	
Res.C3a 7.3.1	Coordinate provision of veterinary medical services with appropriate agencies	
Res.C3a 7.2.1	Coordinate with entities responsible for search and rescue for transference of companion animals into animal shelters	
Res.C3a 7.2.2	Coordinate message regarding companion animal evacuation with agencies responsible for issuing evacuation orders	
Res.C3a 7.3.2	Coordinate animal shelter operations with agencies responsible for environmental health	
Res.C3a 7.4.3	Coordinate acquisition of needed companion animal resources with appropriate agencies receiving donations	
Res.C3a 7.2.3	Coordinate transportation of companion animals with appropriate agencies	
Res.C3a 7.3.3	Identify any special procedures necessary for the intake of companion animals (e.g., decontamination)	
Res.C3a 7.3.4	Identify and implement special procedures (e.g., decontamination) for companion animal intake	
Res.C3a 7.3.5	Implement procedures for companion animal intake/registration	
Res.C3a 7.3.6	Implement tracking system for intake and export of companion animals in compliance with local holding regulations	
Res.C3a 7.4.1	Provide feeding services that ensure adequate nutrition for companion animals	
Res.C3a 7.4.2	Establish guidance for staff on integrating volunteers while maintaining health and safety for staff, companion animals, and volunteers	
Res.C3a 7.3.7	Manage shelter facility maintenance	
Performance Measures		Metric
Time in which shelters are opened for staff and set-up		Within 8 hours of mobilization
Companion animal import/export process complies with local holding regulations		Yes/No
Percentage of companion animals sheltered and/or referred to appropriate responsible authority		100%

Activity: *Close Shelter***Definition: Deactivate shelter and staff upon determination that immediate shelter needs have been met or if the shelter is no longer suitable to meet mission needs.****Critical Tasks**

Res.C3a 8.1	Coordinate with agencies responsible for transportation of shelter population to residence or temporary/interim housing	
Res.C3a 8.2	Disseminate notification to close shelter operations	
Res.C3a 8.3	Conduct closing inspection and walk-through of shelters	
Performance Measures		Metric
Time in which shelter closure notification is provided		48 hours prior to shelter closure
All shelter residents transitioned from shelter to alternative accommodations/interim housing/homes prior to shelter closure		Yes/No

Activity: *Establish Feeding Operations***Definition: Identify real-time capacity and availability of resources for feeding operations.****Critical Tasks**

Res.C3a 9.1	Estimate projected feeding services required
Res.C3a 9.2.1	Identify kitchens and capacities to prepare and distribute food
Res.C3a 9.2.2	Identify additional mobile feeding resources necessary to meet feeding need
Res.C3a 9.2.3	Assess number of pre-packaged meals needed to augment kitchen services
Res.C3a 9.2	Develop a strategy to meet projected feeding services required
Res.C3a 9.3.1	Conduct building/facility inspection of identified food operation facilities to determine structural integrity, capability, and suitability (e.g., food/sanitation capability, ADA accessibility)
Res.C3a 9.3.2	Verify that kitchen facilities are in compliance with local health regulations
Res.C3a 9.3.3	Staff kitchens with appropriately trained personnel
Res.C3a 9.3.4	Acquire and provide foodstuffs for feeding operations
Res.C3a 9.4	Establish mobile feeding routes
Res.C3a 9.5	Implement reporting mechanism for daily meal counts
Res.C3a 9.6	Coordinate with shelter managers to ensure adequate feeding is conducted at general population, medical, and companion animal shelters

Performance Measures	Metric
Time to complete initial projection of need for feeding services	Depends on conditions
Time to develop strategy to meet demand for feeding services	Within 6 hours of notification
Time in which feeding services are mobilized	Within 12 hours of activation
Time to identify locations for effective service delivery to meet feeding needs	Within 24-36 hours of activation
Frequency with which reassessment of feeding strategy is conducted	At least once daily

Activity: *Prepare and Distribute Food*

Definition: Prepare and distribute meals to affected general populations, medical, and companion animal shelters.

Critical Tasks

Res.C3a 10.1	Implement strategy to meet feeding needs of affect population
Res.C3a 10.4	Monitor progress of strategy to meet feeding needs
Res.C3a 10.1.2	Conduct food preparation and distribution using safe food handling protocols
Res.C3a 10.2	Conduct mass feeding activities
Res.C3a 10.3.1	Conduct mobile and fixed feeding operations, as needed
Res.C3a 10.3.2	Conduct feeding operations at medical shelters
Res.C3a 10.3.3	Conduct feeding operations for companion animals
Res.C3a 10.1.3	Provide culturally and diet-restriction appropriate feeding services
Res.C3a 10.1.4	Ensure adequate nutrition is provided for shelter populations
Res.C3a 10.4.1	Report accurate count of meals and snacks served
Res.C3a 10.4.2	Disseminate notification of end to feeding operations
Performance Measures	Metric
Percent of anticipated need for feeding services met	100%
Percent of strategy to meet needs for feeding services implemented	100%
Time in which first meal is served	Within 6 hours of activation
Time in which notification of end to feeding services is provided	48 hours prior to end of operations

Activity: *Establish Bulk Distribution Operations*

Definition: Establish bulk distribution sites and prepare them to distribute items to the affected population.

Critical Tasks	
Res.C3a 11.2.1	Conduct building/facility inspection of identified mass care bulk distribution facilities to determine structural integrity, capability, and suitability (e.g., space available, access, security)
Res.C3a 11.2.2	Staff bulk distribution site with appropriately trained personnel
Res.C3a 11.2.3	Ensure adequate communication systems are available for bulk distribution staff
Res.C3a 11.2.3.1	Conduct communications with mass care tactical operations
Res.C3a 11.2.4	Establish reporting mechanisms for daily distribution count
Res.C3a 11.2	Establish bulk distribution operations at fixed sites
Res.C3a 11.1.1	Determine mobile bulk distribution routes
Res.C3a 11.3	Acquire and provide items for bulk distribution
Res.C3a 11.1	Coordinate with appropriate agencies to determine bulk distribution needs of affected population
Res.C3a 11.3.1	Coordinate with agencies receiving donations to acquire items needed for bulk distribution, including supplies for companion animals
Res.C3a 11.3.2	Coordinate with logistics resources to acquire items needed for bulk distribution operations
Performance Measures	Metric
Time in which operational sites receive ongoing support to maintain service delivery	Within 24 hours of site activation
Time in which facilities are opened and operating to receive and distribute disaster relief items	Within 24 hours of site activation
The locations of distribution centers are accurately and clearly communicated to the public	Yes/No

Activity: *Conduct Bulk Distribution Operations*

Definition: After establishing bulk distribution operations, distribute items to the affected population.

Critical Tasks	
Res.C3a 12.1	Conduct bulk distribution of relief items at fixed sites
Res.C3a 12.1.1	Conduct mobile bulk distribution operations
Res.C3a 12.1.2	Report to tactical operations daily distribution count, number of people served and needed items
Res.C3a 12.2	Disseminate notification of end to bulk distribution operations

Performance Measures	Metric
Based on event, distribution of bulk items to affected population begins in timely manner	Within 72 hours of notification of need
Time in which notification of end to bulk distribution services is provided	48 prior to end of operations

Activity: *Demobilize Mass Care Operations*

Definition: Upon completion of assigned mission, demobilize mass care resources.

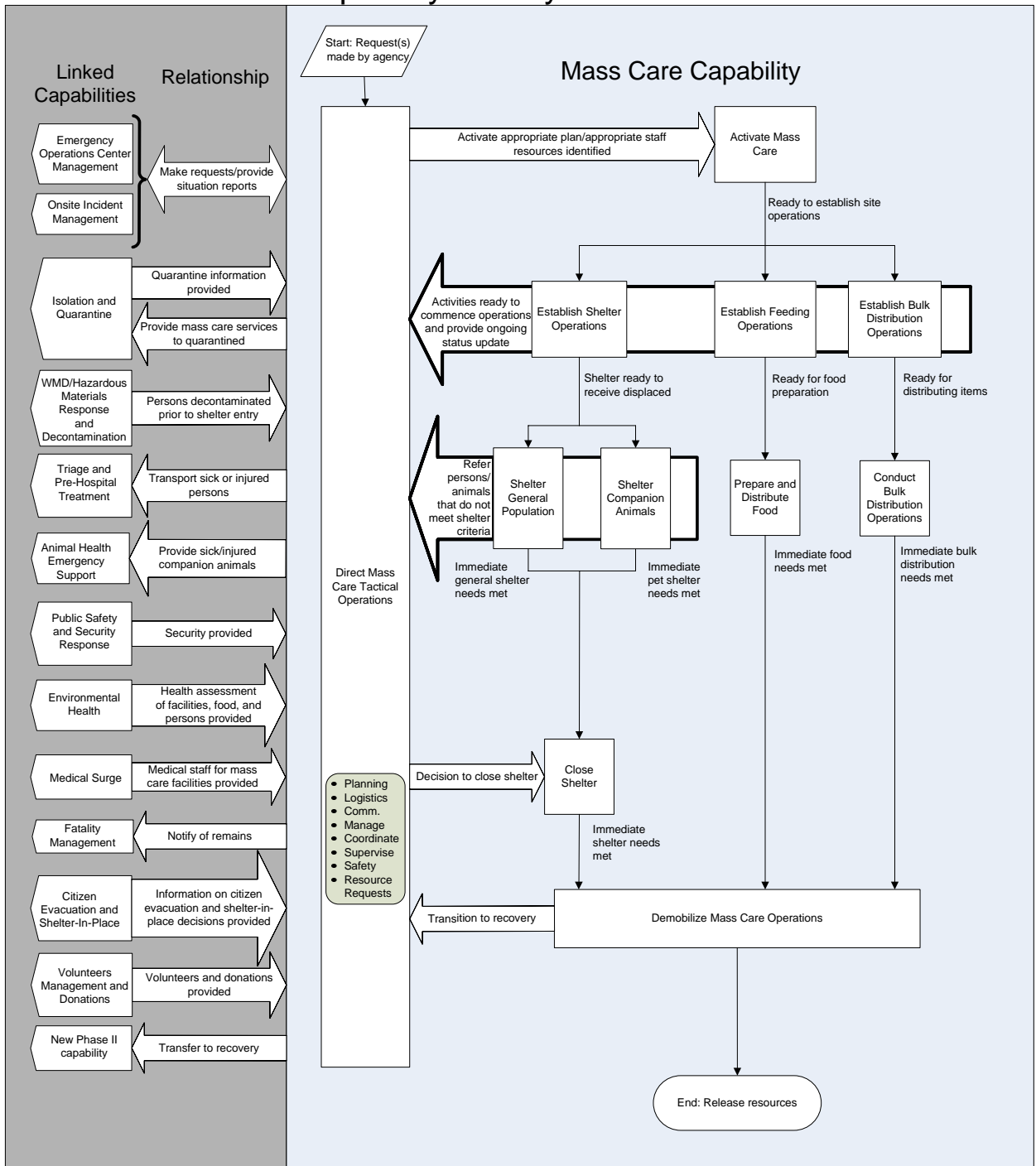
Critical Tasks	
Res.C3a 13.1	Coordinate demobilization of mass care resources with participating agencies
Res.C3a 13.2	Disseminate notification of demobilization of mass care resources/services
Res.C3a 13.3	Demobilize mass care assets
Res.C3a 13.4	Demobilize mass care resources
Performance Measures	Metric
Percent of participating agencies notified of demobilization	100%

Linked Capabilities

Linked Capability	Relationship
Emergency Operations Center Management	Mass Care capability coordinates with Emergency Operations Center Management on resource requests and situation reports.
Onsite Incident Management	Mass Care capability coordinates with Onsite Incident Management on resource requests and situation reports.
Isolation and Quarantine	Mass Care capability prepares food and relies on Isolation and Quarantine to distribute food and relief items to those who are quarantined and relies on Isolation and Quarantine to provide quarantine information to mass care personnel.
WMD/Hazardous Materials Response and Decontamination	Mass Care capability relies upon WMD/Hazardous Materials Response and Decontamination to provide decontamination to persons and companion animals prior to shelter entry.
Volunteers Management and Donations	Mass Care capability relies upon Volunteers Management and Donations to provide volunteers and donations at mass care facilities.
Public Safety and Security Response	Mass Care capability relies upon Public Safety and Security Response to provide security at mass care facilities, including companion animal shelters.
Environmental Health	Mass Care capability relies upon Environmental Health to provide a health assessment of facilities, food, persons, and companion animals.
Medical Surge	Mass Care capability relies upon Medical Surge to provide medical staff at mass care facilities.

Linked Capability	Relationship
Citizen Evacuation and Shelter-In-Place	Mass Care capability coordinates with the Citizen Evacuation and Shelter-In-Place Protection capability to ensure mass care services are in place for evacuating populations.
Medical Shelter	Mass Care capability coordinates with jurisdiction authorities providing medical sheltering for provision of mass care services such as feeding and bulk distribution.
Triage and Pre-Hospital Treatment	Mass Care capability notifies Triage and Pre-Hospital Treatment of sick or injured people in need of transport.
Fatality Management	Mass Care capability notifies Fatality Management of remains.
Animal Health Emergency Support	Mass Care capability coordinates with Animal Health Emergency Support for the care of companion animals exceeding shelter criteria.
Urban Search and Rescue	Mass Care capability coordinates with Urban Search and Rescue for transference of rescued companion animals.

Capability Activity Process Flow



Capability Element Description Details

Capability Elements	Components and Description
Volunteer Agency Shelter Management Team	Per NIMS, there are Type I, II, and III Shelter Management Teams
Type I Small Animal Sheltering Team	Per NIMS, there are Type I, II, and III Small Animal Sheltering Teams
Small Animal Transportation Team	Per NIMS, there is a Type I Small Animal Transport Team
Animal Incident Response Team	Per NIMS, there is a Type I, II, and III Incident Management Team for Animal Protection
Voluntary agency mobile kitchen Class A, B, and C	Per NIMS, there are Type I, II, III, and IV mobile feeding kitchens (or mobile field kitchens) including personnel.
Voluntary Agency Mobile Kitchen/ Canteen	Per NIMS, a mobile kitchen unit provides food for incident personnel
Voluntary Agency Warehouse Team	
Voluntary Agency Drop Trailer Team	
Prepackaged meals	
Voluntary Agency Shelter Childcare Team	
Meals from contractors (e.g., vendors, caterers)	

Planning Assumptions

- Although applicable to several of the 15 National Planning Scenarios, the capability planning factors were developed from an in-depth analysis of the Major Earthquake scenario. Other scenarios were reviewed to identify required adjustment or additions to the planning factors and national targets.
- This capability applies to a wide range of incidents and emergencies, including major hurricanes, improvised explosives, pandemic influenza, and improvised nuclear devices.
- An immediate and sustained need for bulk distribution of relief supplies will be required. Requirements will depend on the nature of the human needs produced by the incident.
- Populations likely to require mass care services include the following: 1) Primary victims (with damaged or destroyed homes); 2) Secondary and tertiary victims (denied access to homes); 3) Transients (visitors and travelers within the affected area); 4) Emergency workers (seeking feeding support, respite shelter(s), and lodging).
- In the initial phase (hours and days) of a catastrophic disaster, organized and spontaneous sheltering will occur simultaneously within and at the periphery of the affected area as people leave the area. Additional congregate sheltering may be required for those evacuating to adjacent population centers.

- Mass care may need to be setup pre-incident for some types of incidents such as a hurricane where evacuations occur prior to landfall. In other instances, the need for mass care may not emerge until after an incident has occurred.
- Depending on the nature of the incident, additional services such as decontamination may need to be arranged prior to admission into a shelter facility.
- The type of incident will affect when mass care services are required (e.g. hurricane may necessitate mass care services being set-up pre-landfall for evacuees, an earthquake would be post-incident).
- The location of the incident will affect the time needed for arrival on-scene.
- The type of incident affects the time needed to verify shelter availability after evaluating structural factors (e.g. accessibility, structural integrity and level of contamination).
- Companion animal shelter operations will require more support staff if owners are not close enough to feed, walk, and care for their animals.
- The evacuation policy of an affected area will determine the number of companion animals arriving at companion animal shelters.
- Shelter close-down decision will be made for varying reasons. The decision can be dependent on reasons such as re-supply is unable to provide resources needed to operate shelter, there is a need for shelter consolidation, or there are environmental/safety concerns.
- The type of incident will determine the timeliness of establishing feeding operations due to accessibility of affected populations.
- The population density will affect the demand for feeding at centralized sites.
- The type of incident will determine the accessibility of affected populations in need of bulk distribution services, and determine the availability of resources needed to conduct bulk distribution.
- Shelters will likely experience large numbers of elderly with specific medication requirements and other evacuees on critical home medical care maintenance regimens.
- Significant numbers of special needs shelters will likely be required as nursing homes and other similar care facilities are rendered inoperable and are unable to execute their evacuation mutual aid plans and agreements with other local facilities. ARC will coordinate with HHS in these situations.
- Family reunification within the affected area will be an immediate and significant concern as many family members may be separated at the time of the event.
- Populations with the resources to help themselves will be encouraged to take independent action.
- Assume 763,000 people need mass care support: 313,000 will need shelter and feeding (3 meals a day for the 313,000 people would equal 939,000 meals a day for shelters) immediately, and an additional 450,000 people remaining in the affected area will need feeding. Shelter population will vary between low during the day and higher at night.
- More people will initially flee and seek shelter from terrorist attacks involving CBRNE agents than for natural catastrophic disaster events. They will also exhibit a heightened concern for the health-related implications related to the disaster agent.
- Substantial numbers of trained mass care specialists and managers will be required for an extended period of time to augment local responders and to sustain mass care sheltering and feeding activities.
- Timely logistical support to shelters and feeding sites will be essential and required for a sustained period of time. Food supplies from the U.S. Department of Agriculture (USDA) positioned at various locations across the country will need to be accessed and transported to the affected area in a timely manner.

- Census data indicate that 20 percent of the population have a disability, 15 percent of people needing mass care support have a physical or cognitive disability that will require some level of special care (i.e. personal care assistance, sign language interpreter, mobility assistance, etc.)
- Twenty-five percent of the self-evacuee population will seek shelter out of the area.
- Approximately 37,000 trained workers will be needed to support the general population (worker to recipient ratio—1:30): 32,500 for shelter operations (30,000 within the affected area, 2,500 outside the area) and 4,500 for other human services.
- As a result of the incident, many local emergency personnel – paid and volunteer – that normally respond to disasters may be dead, injured, involved with family concerns, or otherwise unable to reach their assigned posts.
- Sixty percent of the affected population will have companion animals.
- Scenarios typically count the number of persons in shelters as the basis for computing the number of companion animals (CAs). In a scenario with many dead and injured people (which varies by type of event), additional sheltering of CAs will be required. Some CAs will have perished in the same event that killed or injured humans. The assumption is made that the number of animals needing shelter will rise by 10 percent because their owners are either dead or injured.
- Assume 14,000 workers (includes some owners and volunteers) will be needed for companion animal care.
- State and local resources will immediately be overwhelmed; thus, Federal assistance will be needed immediately.
- The event will exceed local capacity for trained mass care staff.
- Service delivery to affected populations by voluntary agencies and NGOs will occur in locations deemed safe by appropriate Government officials
- Immediately following major CBRNE events, decontamination facilities may not be readily available in all locations during the early stages of self-directed population evacuations. Unaware contaminated persons therefore may seek entry to shelters. These facilities may, as a result, become contaminated, adversely affecting resident health and general public trust.
- Two primary earthquake areas must be considered—the west coast and the New Madrid fault zone (the central Mississippi Valley in Arkansas, Missouri, Tennessee, Kentucky, and Illinois).
- Propositioned resources are likely to exist based on population and frequency of events; therefore, roughly two-thirds of resources are located east of the Mississippi River. Further, provisions should be made for additional resources beyond the stated needs because of the likelihood of the unavailability of existing resources due to damage and/or other competing events.
- As a result of the incident, a limited number of facilities within the affected area will be suitable for material support; most resources will need to be brought in from outside the affected area.
- The average population per shelter will rise with a catastrophic event (estimate 1,000 residents per shelter, versus 250 residents typically) because fewer facilities will be available than the preplanning estimation.
- Public health and medical care in shelters will be a significant challenge as local emergency medical services (EMS) resources and medical facilities will likely be overwhelmed quickly. The deployment of public health and medical personnel and equipment to support medical needs in shelters will need to be immediate and sustained by the U.S. Department of Health and Human Services.

- Mental health services will be needed by victims and responders in and near the affected area, as well as (on a lesser scale) throughout the Nation.
- Some previously identified structures will not be able to be shelters due to actual or potential damage.
- Significant disruption of the affected area’s infrastructure, particularly power, transportation, and communications systems, may occur.
- Timely logistical support to shelters and feeding sites will be essential and required for a sustained period of time.
- Close liaison and coordination with numerous voluntary and nongovernmental organizations (NGOs) will be necessary on the Federal, regional, State, and local levels.
- Disaster welfare information may be a priority concern for family members throughout the Nation.
- Transient populations such as tourists, students, and foreign visitors, within the affected areas will require assistance.
- Companion (small) animal sheltering team requirements assume that the shelters will house only animals. “Pet friendly” shelters (that include owner families with their companion animal) will have a reduced need for staff after the initial setup.
- The population seeking shelter needs to be informed regarding available companion animal care.
- Immediate response activities focusing on meeting urgent mass care needs should be located in safe areas.
- Adjacent communities need to be prepared to deal with significant numbers of evacuating persons from the affected area. (Those host communities will also need significant mass care support.)
- ESF#6 (Mass Care, Housing and Human Services) operational cells will be established at the Federal Emergency Management Agency (FEMA) Regional Response Coordination Centers (RRCC) and FEMA’s National Response Coordination Center (NRCC).
- Assessments for resource support to the disaster-affected area will be promptly conducted.
- The receipt of Federal Government support in the form of personnel, material, and equipment will be in accordance with NRP.

Planning Factors from an In-Depth Analysis of a Scenario with Significant Demand for the Capability (Major Earthquake)

Resource Organization	Estimated Capacity	Scenario Requirement Values	Quantity of Resources Needed
Voluntary Agency Shelter Management Team	1 Shelter Management Team per average 250 shelter residents (Note: In a catastrophic event, the average number of residents per shelter will rise to an average of 1,000 per shelter, changing target levels.)	313,000 people needing shelter	1,252 Shelter Teams (an average of 250 people in each shelter)

Resource Organization	Estimated Capacity	Scenario Requirement Values	Quantity of Resources Needed
Type 1 Small Animal Sheltering Team	300 companion animals per Shelter Team	193,000 animals displaced	643 Type 1 Small Animal Sheltering Teams
Animal Shelter Management Coordination Team	Manage and coordinate 5-7 Shelter Teams per team	193,000 animals displaced	90-130 Animal Shelter Management Coordination Teams (5-7 Animal Shelter Coordination Teams x 90-130 = 643 Type 1 Small Animal Sheltering Teams)
Small Animal Transportation Team – Not mass care function	2 Small Animal Transportation Teams each per Type 1 Small Animal Sheltering Team	193,000 animals displaced	1,286 Small Animal Transportation Teams
Animal Incident Response team – animal rescue function	4 animal incident response teams per each Type 1 Small Animal Sheltering Team	193,000 animals displaced	2,725 Animal Incident Response Teams
Food Service Delivery Unit	2 drivers and 1 appropriate vehicle capable of distributing 1,500 meals per day in accordance with safe food handling requirements	1.5 million meals delivered per day	1,000 food service/delivery units (1,000 x 1,500 meals = 1,500,000)
Voluntary agency field kitchen Class A	5,000 meals per day, 15 workers, 1 Field Support Unit, plus support equipment	1.5 million meals needed per day	300 voluntary agency field kitchens Class A (300 x 5,000 meals = 1,500,000); 300 Field Support Units
Voluntary agency field kitchen Class B	10,000 meals per day, 20 workers, 2 Field Support Units, plus support equipment	1.5 million meals needed per day	150 voluntary agency field kitchens Class B (150 x 10,000 meals = 1,500,000); 300 Field Support Units
Voluntary agency field kitchen Class C	20,000 meals per day, 30 workers, 1 trailer, plus support equipment	1.5 million meals needed per day	75 voluntary agency mobile Kitchens Class C (75 x 20,000 meals = 1,500,000)

Resource Organization	Estimated Capacity	Scenario Requirement Values	Quantity of Resources Needed
Voluntary agency field kitchen Class D	30,000 meals per day, 40 workers, 3 Field Support Units, plus support equipment	1.5 million meals needed per day	50 voluntary agency field kitchens Class D (50 x 30,000 = 1,500,000); 150 Field Support Units
Voluntary agency mobile kitchen	800 meals per day, 3 workers	1.5 million meals needed per day	1,875 voluntary agency mobile kitchens (1,875 x 800 meals = 1,500,000)
Voluntary Agency Warehouse Team	1 warehouse facility plus management	10 voluntary agency warehouse teams	10 Voluntary Agency Warehouse Teams
Voluntary Agency Field Support Unit	1 dry box trailer, 1 refrigerated trailer, 1 tractor, 1 driver, 1 forklift	Maximum of 300 kitchen sites each needing 1 drop trailer for dry goods and 1 drop trailer for refrigerated goods	300 Voluntary Agency Field Support Units (1 dry goods trailer x 300 kitchen sites max plus 1 refrigerated goods trailer x 300 kitchen sites = 600 trailers)
Prepackaged meals	Meal, Ready to Eat (MRE) via mission assignment and other private corporations such as HeaterMeal	1.5 million meals needed per day	1.5 million prepackaged meals
Shelter Childcare Team	1 Shelter Childcare Team per average 250 shelter residents	313,000 people needing shelter	1,252 Shelter Childcare Teams (an average of 250 people in each shelter)
Meals from contractors (e.g., vendors, caterers)	Contracted caterers and vendors	1.5 million meals needed per day	1.5 million meals from contractors

Approaches for Large-Scale Events

- Mass care will involve partnering with the private (commercial) and/or public sectors to ensure quick service delivery.
- Sheltering activities will be initiated on the local level immediately and augmented by resources (e.g., staff, supplies) from regional and national voluntary agency partners for large-scale events.
- Feeding activities will be initiated on the local level immediately and augmented by resources (e.g., staff, supplies) from regional and national voluntary agency partners for large-scale events.

- Companion animal sheltering activities will be initiated on the local level immediately and augmented by resources (e.g., staff, supplies) from regional and national voluntary agency partners for large-scale events.
- In the initial phase (hours and days) of a catastrophic disaster, organized and spontaneous sheltering will occur simultaneously within and at the periphery of the affected area as people leave the area. Additional congregate sheltering may be required for those evacuating to adjacent population centers.

National Targets and Assigned Levels

Responsible	Element Resource Unit	Type of Element	# of Units	Unit Measure (number per x)	Capability Activity supported by Element
All agencies engaging in Mass Care working collaboratively to satisfy Mass Care need	Volunteer Agency Shelter Management Team	NIMS Typed Resource Organization	6	Per Jurisdiction with population $\leq 10K$	Activate Mass Care
			15	Per Jurisdiction with population $<10 - 25K$	Direct Mass Care Tactical Operations
			30	Per Jurisdiction with population $<25 - 50K$	Establish Shelter
			60	Per Jurisdiction with population $<50 - 100K$	Establish Feeding Operations
			150	Per Jurisdiction with population $<100-250K$	Shelter General Population
			300	Per Jurisdiction with population $<250-500K$	Close Shelter Demobilize
All agencies engaging in Mass Care working collaboratively to satisfy Mass Care need	Type 1 Small Animal Sheltering Team	NIMS Typed Resource Organization	3	Per jurisdiction with population $\leq 10K$	Shelter Companion Animals
			6	Per jurisdiction with population 10K - 25K	
			12	Per jurisdiction with population 25K - 50K	
			23	Per jurisdiction with population $<50-100K$	
			56	Per jurisdiction with population $<100-250K$	
			111	Per jurisdiction with population $<250-500K$	
All agencies engaging in Mass Care working collaboratively to satisfy Mass Care need	Small Animal Transportation Team	NIMS Typed Resource Organization	5	Per jurisdiction with population $\leq 10K$	Shelter Companion Animals
			12	Per jurisdiction with population 10K - 25K	
			23	Per jurisdiction with population 25K - 50K	
			45	Per jurisdiction with population $<50-100K$	
			111	Per jurisdiction with population $<100-250K$	
			222	Per jurisdiction with population $<250-500K$	
All agencies engaging in Mass Care working	Animal Incident Response Team	NIMS Typed Resource Organization	9	Per jurisdiction with population $\leq 10K$	Shelter Companion Animals
			23	Per jurisdiction with population 10K - 25K	

Responsible	Element Resource Unit	Type of Element	# of Units	Unit Measure (number per x)	Capability Activity supported by Element
collaboratively to satisfy Mass Care need			45	Per jurisdiction with population 25K - 50K	
			89	Per jurisdiction with population <50-100K	
			222	Per jurisdiction with population <100-250K	
			444	Per jurisdiction with population <250-500K	
All agencies engaging in Mass Care working collaboratively to satisfy Mass Care need	Voluntary agency mobile kitchen Class A	NIMS Typed Resource Organization	1	Per jurisdiction with population ≤ 10K	Establish Feeding Operations Prepare and Distribute Food
			2	Per jurisdiction with population 10K - 25K	
			3	Per jurisdiction with population 25K - 50K	
			6	Per jurisdiction with population <50-100K	
			16	Per jurisdiction with population <100-250K	
			30	Per jurisdiction with population <250-500K	
All agencies engaging in Mass Care working collaboratively to satisfy Mass Care need	Voluntary agency mobile kitchen Class B	NIMS Typed Resource Organization	1	Per jurisdiction with population <10K - 25K	Establish Feeding Operations Prepare and Distribute Food
			2	Per jurisdiction with population <25K - 50K	
			3	Per jurisdiction with population <50-100K	
			8	Per jurisdiction with population <100-250K	
			15	Per jurisdiction with population <250-500K	
All agencies engaging in Mass Care working collaboratively to satisfy Mass Care need.	Voluntary agency mobile kitchen Class C	NIMS Typed Resource Organization	1	Per jurisdiction with population <25K - 50K	Establish Feeding Operations Prepare and Distribute Food
			2	Per jurisdiction with population <50-100K	
			4	Per jurisdiction with population <100-250K	
			8	Per jurisdiction with population <250-500K	
All agencies engaging in Mass Care working collaboratively to satisfy Mass Care need	Voluntary agency mobile kitchen/ canteen	NIMS Typed Resource Organization	4	Per jurisdiction with population ≤ 10K	Establish Feeding Operations Prepare and Distribute Food
			10	Per jurisdiction with population <10K - 25K	
			20	Per jurisdiction with population <25K - 50K	
			38	Per jurisdiction with population <50-100K	
			100	Per jurisdiction with population <100-250K	
			188	Per jurisdiction with population <250-500K	
All agencies	Voluntary	Non-NIMS	1	Per jurisdiction with	Establish Bulk

Responsible	Element Resource Unit	Type of Element	# of Units	Unit Measure (number per x)	Capability Activity supported by Element
engaging in Mass Care working collaboratively to satisfy Mass Care need	Agency Warehouse Team	Resource Organization		population ≤ 10K – 50K	Distribution Operations Conduct Bulk Distribution Operations
			2	Per jurisdiction with population <50-250K	
			3	Per jurisdiction with population <250-500K	
All agencies engaging in Mass Care working collaboratively to satisfy Mass Care need	Voluntary Agency Drop Trailer Team	Non-NIMS Resource Organization	2	Per jurisdiction with population ≤ 10K	Establish Bulk Distribution Operations Conduct Bulk Distribution Operations
			4	Per jurisdiction with population <10K - 25K	
			8	Per jurisdiction with population <25K - 50K	
			15	Per jurisdiction with population <50-100K	
			38	Per jurisdiction with population <100-250K	
			75	Per jurisdiction with population <250-500K	
All agencies engaging in Mass Care working collaboratively to satisfy Mass Care need	Prepackaged meals	Equipment	3,000	Per jurisdiction with population ≤ 10K	Prepare and Distribute Food
			7,500	Per jurisdiction with population <10K - 25K	
			15,000	Per jurisdiction with population <25K - 50K	
			30,000	Per jurisdiction with population <50-100K	
			75,000	Per jurisdiction with population <100-250K	
			150,000	Per jurisdiction with population <250-500K	
All agencies engaging in Mass Care working collaboratively to satisfy Mass Care need	Voluntary Agency Shelter Childcare Team	Non-NIMS Resource Organization	6	Per jurisdiction with population ≤ 10K	Medical Shelters Shelter General Population
			15	Per jurisdiction with population <10K - 25K	
			30	Per jurisdiction with population <25K - 50K	
			60	Per jurisdiction with population <50-100K	
			150	Per jurisdiction with population <100-250K	
			300	Per jurisdiction with population <250-500K	
All agencies engaging in Mass Care working collaboratively to satisfy Mass Care need	Meals from contractors (e.g., vendors, caterers)	Resource Organization	1.75M	Nationally (1.5 Million plus 250,000 capacity needed to respond to concurrent disasters)	Prepare and Distribute Food

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